



**ROYAL COMMISSION**  
**ON**  
**AGRICULTURE IN INDIA**

---

**INTRODUCTION**  
**TO**  
**VOLUME IX**

**EVIDENCE**  
**TAKEN IN THE**  
**NORTH-WEST FRONTIER**  
**PROVINCE**



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## NORTH-WEST FRONTIER PROVINCE

### 1. GENERAL FEATURES AND NATURAL DIVISIONS.

The North-West Frontier Province, as at present constituted, came into existence in 1901. In that year the districts and tribal tracts now included in the province, which had till then been under the control of the Punjab Government were made a separate charge and placed under a Chief Commissioner and Agent to the Governor General in direct subordination to the Government of India in the Foreign Department. This step was taken in consequence of the decision of His Majesty's Government "that the conduct of external relations with the tribes on the frontier should be more directly than heretofore under the control and supervision of the Government of India."

As its name denotes, the province is situated on the north-west frontier of the Indian Empire. In form, it is an irregular strip of country lying north by east and south by west. On the north it is shut off from the Pamirs by the mountains of the Hindu Kush. To the south it is bounded by Baluchistan and the Dera Ghazi Khan district of the Punjab; on the east by the Kashmir State and by the Punjab, and on the west by Afghanistan. Although the district of Hazara and part of Kohistan are *cis-Indus* and the *trans-Indus* tahsil of Isa Khel is included in the Mianwali district of the Punjab, the province may generally be defined as the tract of country north of Baluchistan, lying between the Indus and Afghanistan. Its greatest length is 408 and its greatest breadth 279 miles. The area of the five districts under regular administration, Hazara, Peshawar, Kohat, Bannu and Dera Ismail Khan, is 13,193 square miles which is roughly about twice the size of Yorkshire.

To the north and west of these districts is the tribal territory, some 25,472 square miles in area. It is separated from Afghanistan by a boundary line known as the Durand line, named after the late Sir Mortimer Durand, the British plenipotentiary who negotiated the agreement of 1893 with Afghanistan, in accordance with which the demarcation of the boundary, for the greater part of its length, was carried out in 1894.

The total area of the province is 38,665 square miles. The population of the five districts as enumerated at the census of 1921 was 2,251,340. No census of population has ever been taken in the tribal tracts. Only estimates based on the fighting strength of the clans are available. On the basis of five persons to a family consisting of one combatant and four dependants, one woman and three children, the tribal population is estimated at 2,770,666. On this calculation the population consisted of 554,133 men and 2,216,533 women and children in 1921. If an allowance is made for the old and infirm among men, the active fighting strength of the tribes may be put down at 400,000.

The population of the tracts is entirely, and of the districts predominantly, Muhammadan. The proportion of the Muhammadans is ninety-five per cent in Hazara, ninety-two per cent in Peshawar and Kohat, eighty-nine per cent in Bannu and eighty-four per cent in Dera Ismail Khan. Agriculture is the chief occupation of the population in the settled districts.

In the tribal tracts, the exiguous agriculture and pastoral pursuits are diversified by internal feuds, raiding and occasional warfare.

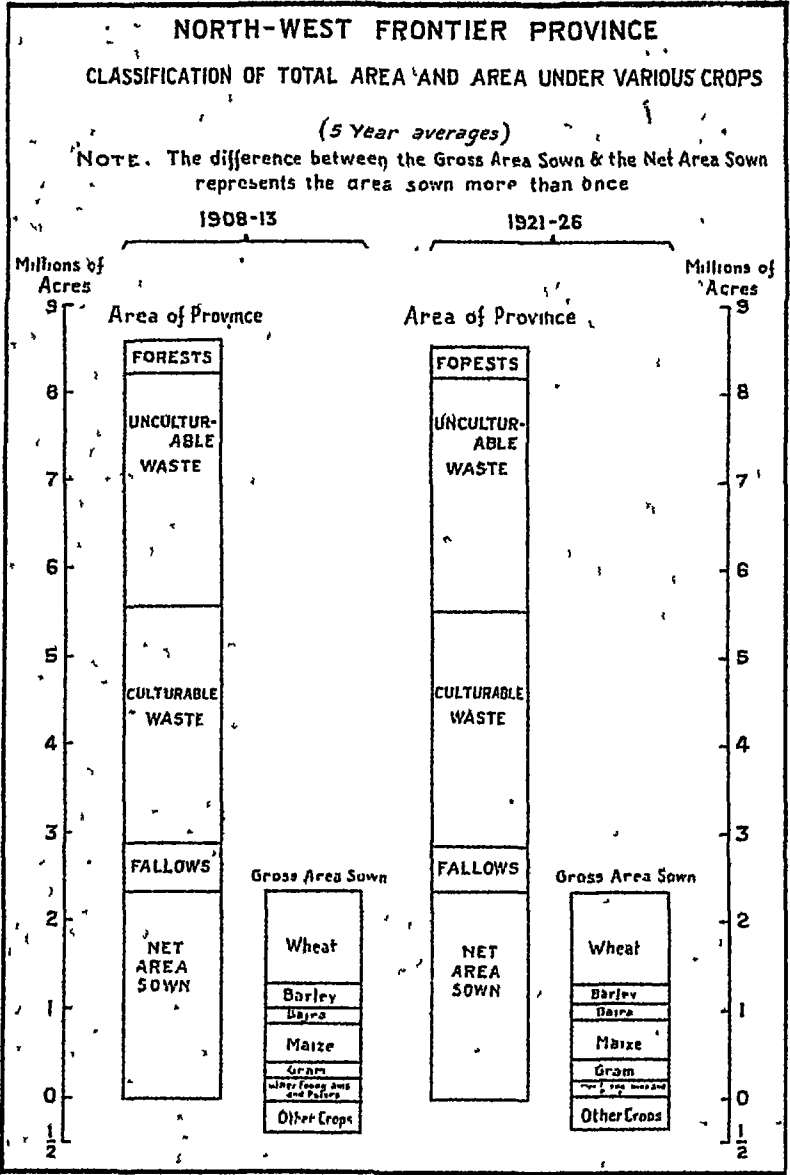
For the quinquennium ending 15th June 1926, the total cultivated area, including fallows, of the five districts including the revenue-paying portion of the North Waziristan Agency amounted to 3,179,000 acres or practically one-third of the total area of the districts. No land revenue is levied in the bulk of the tribal territory. Consequently no figures of the cultivated area are available.

The province falls into three geographical divisions :—

- (i) the cis-Indus district of Hazara ;
- (ii) the comparatively narrow strip between the Indus and the hills, constituting the districts of Peshawar, Kohat, Bannu and Dera Ismail Khan ; and
- (iii) the belt of territory of varying width extending from the Gomal (or Gumal) Pass in the south to Kashmir in the north. This is generically known as the Independent Territory.

## 2. THE LAND AND THE PEOPLE OF THE FIVE SETTLED DISTRICTS.

(a) *Hazara*—Hazara is the most northerly district of British India. It lies at the base of the Himalayas, its apex running up as a wedge between Kashmir and the mountainous regions that drain into the Upper Indus. Its extreme width from east to west is 50 miles and length from north to south, 120 miles. It comprises three tahsils, Mansehra, Abbottabad and Haripur, which occupy its northern, central and southern portions respectively. Including Feudal Tanawal, the total area of the district is 2,985 square miles. It is bounded on the east by the Kashmir and Poonch States, on the west it marches with the independent territories of Kohistan, Allai, Nandihar and the Black Mountain and, further south, with the territory of the Utmanzais and other trans-border tribes and finally with a portion of the Swabi tahsil of the Peshawar district. On the northern boundary of the district lie Chilas and part of Kohistan and the southern is the administrative line that separates it from the Attock and the Rawalpindi districts of the Punjab. The mountain ranges, which run down either side of the district, with a trend generally from north-east to south-west form its leading physical feature. The space between the mountainous ranges is occupied by a series of level tracts of varying size and character. Of these the principal are (1) the Pakhli plain in the Mansehra tahsil, which is 3,000 feet above sea level and in extent is 11 by 10 miles ; (2) the Mangal tract in Mansehra, less open and more broken than the Pakhli tract, with a fertile soil of deep loam but no irrigation to speak of ; (3) the Orash or Rash tract in the Abbottabad tahsil, four miles in extent either way, with the appearance of having once







been a great lake. It is famous for its maize. The Mangal and Orash tracts are both about 4,000 feet above sea level; (4) the Haripur plain, the largest of the plains tracts, thirty-two miles long and twelve miles wide. Its altitude gradually descends from 3,000 to 1,600 feet. The Dor flows through its northern part and irrigates land of great fertility on either side. The lower part of the plain is unirrigated and scamed, here and there, by deep ravines.

The rivers flowing through the district are (i) the Siran, which irrigated 6,273 acres in 1907, of which 4,671 acres were in the Manshra, 143 in the Abbottabad and 1,459 in the Haripur tahsil; (ii) the Dor, which has much less water than the Siran but commands more than double the area; it irrigated 1,133 acres in the Abbottabad tahsil and 13,713 acres in the Haripur tahsil in 1907, tracts which are rich in crops of sugarcane and turmeric; (iii) the Harroh which rises in the Dunga Gali range and has two branches, the eastern known as the Dhund and the western known as the Karrai Harroh. It irrigated 3,200 acres, chiefly in the Panjkatha tract. About 21,400 acres were irrigated in 1907 from *kathas* which are small tributaries of the main streams mentioned above.

Hazara is a district of varied characteristics, with alternations of hill and plain, vegetation and barrenness, dry soil and moist. The rainfall varies, from an annual average of 30 inches in Haripur to one of 47 inches in Abbottabad and 36 inches in Manshra. Two-thirds of the amount falls in the hot weather, April to September and the remainder is received in the cold weather, October to March. The northern portions of the district are uninhabitable in winter on account of snow. The summer climate is temperate, especially in the northern part of the district. In the southern part, round Haripur, it resembles that of the northern Punjab. The heat in the lower hills can be fierce. In the more elevated tracts, in Abbottabad and Manshra, the charm of the hills is enhanced by the beautiful climate. The Kagan Valley is superb in the beauty of its scenery. The area cultivated in the Manshra tahsil amounted in 1921 to sixteen per cent and the area irrigated to two per cent; in the Abbottabad tahsil, the cultivated area was thirty per cent and the irrigated area one per cent; and in the Haripur tahsil, thirty-six per cent and five per cent of the total area were cultivated and irrigated respectively.

Maize is the principal crop, 41·2 per cent of the cultivated area being under it. Wheat comes next, with a percentage of 27·8 followed by barley with a percentage of 7·9. *Juar*, *bajra* and other cereals take up 16 per cent.

Excluding Feudal Tanawal, the rural population amounted to 560,000 in 1921.

Besides agriculture, the people derive a considerable income from their livestock, mainly cattle and flocks of sheep and goats. At the settlement of 1907, the annual profits from livestock were estimated at eleven lakhs of rupees, including five lakhs of rupees for *ghi*. Forests are another

important source of income of the people. The management of village forests is under the supervision of the Deputy Commissioner to whom it gives endless trouble.

Government service, both military and civil, brought in an income to the people of over eight lakhs of rupees in 1907. At the present time, the amount must be considerably greater.

The principal tribes of the district are Awans, Gujars, Tanaolis, Swatis, Pathans, Gakhars, Khanals, Dhunds, Mishwanis and Saiyids. Of these, the Tanaolis, Awans, Gujars and Mishwanis are the best agriculturists. The others are of average or indifferent quality. But where the struggle for existence is severe, even the Saiyids will become thrifty and industrious.

Pashto is spoken by Pathans who are in a minority in this district. The language of the bulk of the people is Hindko which is a dialect of Western Punjabi.

The Hazara peasant is enterprising and travels far afield in search of employment. He has not, however, the manliness of the Pathan or the sturdy independence of the Punjabi Muhammadan of Rawalpindi and Jhelum.

(b) *Peshawar*.—The four districts lying between the Indus and the hills form a compact group and are generally classed together. The Peshawar district has an area of 2,607 square miles. Its population, at the census of 1921, was 907,367. On the east, Peshawar is separated from the Hazara and the Attock districts by the Indus. On the south-east, the Nilab Ghasha range divides the district from Kohat. Elsewhere the border of the district marches with the territory of the Pathan hill tribes, who are now all within the sphere of British influence. To the south-west lie the Hassan Khels and Pass Afridis; to the west, the Akko Khel and Bassi Khel Afridis, the Khyber Afridis and Mullagoris. Further north across the Kabul river, the Tarakzai, Halimzai, Burhan Khel and Isha Khel Mohamands hold the border hills and carry the frontier on to the Swat river. The northern boundary of the district marches with the territory of (1) the Utman Khel, (2) the Ranizais of Swat, (3) the Buner Yousufzais, (4) the Khudu Khel, (5) the Gaduns, and (6) the Utmanzais.

The greater part of the district is a valley surrounded by rugged and barren hills. The rainfall is scanty and falls mostly in the cold weather. It could not have been greater in early days, as the Buddhist wells still in existence are as deep as those now constructed.

The climate from June to September is exceedingly hot and trying and resembles the heat of the Red Sea. Malaria is rife in the autumn. The irrigated portion of the valley is notoriously unhealthy. The cold in the winter is intense.

The rivers and minor streams form the source of supply of numerous canals which now interlace the whole of the western half of the district and thus counteract the deficient rainfall, so far as cultivation is concerned. The rivers which affect the agricultural conditions of the district

are (i) the Swat, and (ii) the Kabul. The Indus is not tapped for irrigation. The principal minor streams are (i) the Bara from the Afridi Hills, (ii) the Makam, and (iii) the Kalapani Nalas in Yousufzai.

Mr. (now Sir) Louis Dane, writing, in 1898, as a Settlement Officer remarked of the Lower Swat Canal that it had changed the character of the tract, which before the introduction of the canal was merely an arid high-lying upland. The canal has been an enormous boon to land-owners. The Kabul River Canal, dug in 1885 at the suggestion of Mr. Tucker, the Deputy Commissioner, was considerably improved in 1891 at the instance of Mr. Merk, another Deputy Commissioner. It irrigates a considerable area of the richest lands in the Peshawar and Nowshera tahsils. The Upper Swat Canal has now proved a financial success. Its working in the year 1926-27 resulted in a profit of 6.24 per cent on the capital invested against a percentage of 1.77 during 1925-26. Civil canals, a term which embraces minor canals constructed either by government or private enterprise and controlled by the Deputy Commissioner of Peshawar, play a very useful part in irrigation. Irrigation from wells is resorted to, more especially in the eastern half of the district, that is, the Swabi and Nowshera tahsils. In Yousufzai the soil is sufficiently firm to admit half the wells being worked without a complete masonry lining. The area served by a well is kept down by the curious custom of distribution of the village lands between the sharers in strips. A certain amount of irrigation is obtained from springs below the Afridi hills in Peshawar and in Baizai and in the east of the Swabi tahsil. The area irrigated by government canals amounted to 368,058 acres in 1925-26.

The population of the district has increased. In 1868 it was 441,000, in 1881, 517,000. In 1891, it had grown to 704,000. In 1901 and 1911 the numbers were 788,000 and 865,000. At the census of 1921 the figure stood at 907,000.

Pathans form the bulk of the population. The non-Pathan population consists of tenants and village servants. The tenants are chiefly Hindki Awans and Gujars mainly in Yousufzai; Malis, east of Swabi and Nowshera and Baghbans scattered all over the district.

The first Pathans to invade the district appear to have been the Dilazaks, who made themselves masters of the whole tract at some time between the tenth and fourteenth centuries. The Yousufzai and Gigiani clans of the Khakhai stock in combination with the Muhammadzais and Usman Khels ousted the Dilazaks, who fled across the Indus at the close of the fifteenth century. The tract was partitioned among the conquerors. The Gigianis received the Doaba; the Muhammadzai, Hashtnagar and the Yousufzai, the whole country to the east as far as the Indus. Subsequently the Yousufzai conquered Swat and Buner. In the tribal re-adjustment the Yousufzai proper moved to the hills in the north and assigned their share in the district to their kinsmen of the Mandan subdivision of their tribe. The remnants of the Dilazaks were dispossessed by the Khalil, Mohmand and Daudzai clans of the Ghorey Khel and by the Khattaks, who emerged from the hills to the south-west and established themselves in the eastern portion of Nowshera. The defeated

and despoiled Dilazaks are now hardly to be found in the district, and are not recognised as true Pathans by the other tribes. The district is still held as it was originally parcelled out amongst the invaders in the seventeenth century, except for an extension of the Khattaks across the Kabul river as a result of their raids against the Mandans, who had to surrender their southern villages and some portions of the Baizai Valley to the Khattaks and some to the Utman Khel as the price of their help. The Pathans of the district are a lively people, proud, brave and hospitable, three prominent virtues which cover a number of other traits. Their pride is a marked feature of their character.

The three principal elements in their code of honour, the Nang-i-Pakh-tana, specially among the Pathans not under regular British administration, are (1) *nanawatai*, or "the entering in," according to which the Pathan is expected to give asylum and to protect, at the cost of his life, even his own enemy, should he seek the shelter of his roof in his extremity; (2) *badal* and *kisas*, or the law of an eye for an eye and a tooth for a tooth; (3) *mailmastai*, hospitality to any traveller arriving at his house and demanding it. Hospitality is popular and a saving man is looked down upon as a *shum* or a miser.

Under the peace and security of a settled government, these distinctive customs are disappearing. The Pathan like most other people is gradually being rounded into shape like the pebbles carried in a river. Crime, mostly connected with *zan*, *zar* or *zamin*, i.e., woman, money or land, is decreasing. The Pathan readily enlists in the army. The language of the people has two dialects, the hard northern and the soft southern. Books are few; poems many, in the language. Their great poet has been Khushal Khan Khattak, poet and patriot, chief and warrior. He led them against the Moghuls with success. In a poem full of spirit, he has chastised the Yousufzai for their baseness in deserting the Pathan cause on the field of battle. Khushal Khan had a good opinion of himself, as he has recorded that he was grateful to God for many things; but, above all, for the fact that he was Khushal Khan Khattak.

The old Pathan custom of *khula vesh*\* (periodical distribution of land and even of houses on the basis of mouths) among the male adult population on the most naked principles of socialism has fallen into desuetude in this district, as a result of the introduction of settled government and the spirit of its institutions. Irrigation has completed the process and washed out the last traces of *vesh*.

Except near Peshawar and in parts of Swabi tahsil, the pressure of population on the soil is not heavy. The total cultivated area is 882,968 acres, the number of holdings 396,885, and the average size of the holding is 2.2 acres. The density per square mile of the cultivated area is 607.

Occupancy tenants are rare except in Mardan. Tenants-at-will generally pay produce rents. The proportion is usually one-half and sometimes three-fifths of the produce. On the Lower Swat Canal, the owner

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\* *Khula Vesh* literally means "mouth distribution."

either takes half the produce and pays the canal rates, or one-fourth and leaves the tenant to pay the canal revenue. On lands irrigated by wells the owner's share varies from one-third to one-half. On unirrigated lands the owner's share may be from one-fourth to one-sixth and for poorer soils may fall from one-sixth to one-tenth or even one-twelfth of the produce. The percentage of cultivated area under tenants is high in Charsaddar, Peshawar and Mardan and low in the tahsils of Nowshera and Swabi.

The *kharif* staples are cane, cotton, maize and rice, and the *rabi* crops are wheat, barley and tobacco. Tobacco is a speciality of the eastern half of Yousufzai and is generally grown on lands irrigated by wells.

*Bersecm* or Egyptian clover is spreading in the Peshawar Valley. More cuttings are obtained if the sowing is done in the third week of September than when it is delayed.

(c) *Kohat*.—The Kohat district is the central of the five districts of the province. It occupies most of the wild hilly country lying between the fertile plains of Peshawar to the north and of Bannu to the south. On the west, the district adjoins the country of the Wazirs. To the north-west lies the country of the Zaimusht and Orakzai tribes. Farther east, the hills north of the town of Kohat divide British territory from the country of the Sipaiāh and Bizoti Orakzais and the Adam Khel and Jowaki Afridis, while on the Indus, the Nilab Ghasha range separates the Kohat and Peshawar districts.

The district is wedged in between the Indus and the Kuriam rivers, with the province of the Punjab on the east and the semi-independent Afridi, Orakzai and Wazir tribes on the north and west.

The area of the district is 2,694 square miles, of which 460 square miles or about one-sixth are under cultivation; 350 square miles are classed under culturable waste and 1,900 square miles, or seventy per cent of the whole, consist of bare hills, arid rocks and deep ravines, all combining to form a dreary picture of barren desolation. For administrative purposes the district is divided into three tahsils, Kohat, Teri and Hangu.

The sterner features are particularly marked in the Teri tahsil and the Kohi and Shakardarra tracts of the Kohat tahsil, known as the Khattak country. This tract is entirely dependent on rainfall, with only 2,300 acres irrigated out of 206,000 acres under cultivation. About forty-two per cent of the cultivation in this tract is under autumn crops, of which *bajra* is the principal. Among the *rabi* crops, wheat and gram occupy more than half the cultivated area.

The soil is a good sandy or stony loam, light, cool, clean and wonderfully retentive of moisture. *Kharif* crops are liable to failure. Spring crops, if assisted by moderate winter rains, are abundant and general failure is rare.

The rest of the district is known as the Bangash country. It includes the China and Toi circles of Kohat tahsil, which are fairly open and fertile plains and yield excellent crops of maize, rice, wheat and barley.

Nearly sixty per cent of these crops are protected by irrigation from springs, streams and other sources. The Miranzai valley forming part of Hangu tahsil is picturesque and fertile.

The rainfall in the Bangash tract is more favourable than in the Khattak country. The soil, however, is stiffer and crops show the effects of a drought quickly. Agriculture in the Bangash tract is more varied and complex than in the dry Khattak tract. Maize, *bajra*, *mung*, rice and cotton are the principal *kharif* crops. The *rabi* crops are wheat and barley. Gram is unsuitable on account of the stiffer texture of the soil. More reliance is placed on *kharif* than on *rabi* crops.

The Tori tahsil and the Kohi and Shakardarra tracts of the Kohat tahsil are the home of the hardy, martial and enterprising Khattak race, who own nearly two-thirds of the district and form one-half of the total population. The sterling qualities of endurance, enterprise and courage have won for the Khattaks a high place among the Pathan tribes. These qualities are largely the product of their healthful but barren environment, which has compelled them to seek a livelihood as soldiers, from Gilgit to Hyderabad and from Quetta to Mandalay.

The Hangu tahsil and the more favoured portions of the Kohat tahsil (China and Toi) are inhabited by the Bangash, who entered the district from the Kurram valley and gradually displaced the Niazi Pathans, the Awans and other Hindki folk. Along the western border of the district, there are a few settlements of Afridis, a few of whom hold land as owners and many as tenants. The Bagash of the Upper Miranzai valley are, as agriculturists and fighting men, like the Khattaks. In Kohat and the Lower Miranzai valley, which are favoured by nature, they are softer, more indolent and less manly, as a result of easier conditions. The Pathan feelings of jealousy, faction and hereditary feuds, however, pervade all alike. Compared with other tracts in which security has lessened the need for common action and has loosened the tribal and village bonds, there is, in the district as a whole, much of the old cohesion still existing.

At the census of 1921, the population of the district was 214,123. Those dependent upon agriculture are exclusively Muhammadans, of whom no less than seventy per cent belong to the Pathan tribes.

The democratic organisation of the Pathans has reflected itself in the agriculture of the tract. The typical features of purely Pathan tracts are (i) a numerous class of small peasant proprietors, (ii) few large holdings, (iii) no tenants, and (iv) little necessity for village menials.

The district does not produce enough to feed itself. Alternative sources of income have, therefore, to be found, the principal among which are : (i) military service ; (ii) raising of livestock, chiefly cattle, sheep and goats ; (iii) the carrying trade in salt and grain ; (iv) sale of the products of the dwarf palm ; and (v) rent and wages from the exploitation of the salt mines.

Military service is the most secure and lucrative source of income. Some of the border villages enjoy remissions of land revenue for service in border defence.

Mr. (now Sir) Michael O'Dwyer in reviewing the Settlement Report of the district, from which much of the information is incorporated in this sketch, observed in 1905 that one of the greatest needs of the district was to conserve the scanty rainfall, which runs off uselessly into the Indus, and that the policy of actively helping the people had yielded good results and should be steadily pursued. Conservation of the rainfall is a necessity if the resources of the people are to be strengthened. "There are four good things in life," says a Pathan proverb, "river water; what on unirrigated land; weeping (wet) rice and the strength of a young man." It shows what value the Pathan attaches to water, the prime factor in the husbandry.

(d) *Bannu*.—The Bannu district is a level plain, almost circular in shape and enclosed on all sides but the north-east by a rampart of bare hills. It is bounded on the north by the hills of Waziristan, on the east by the Kohat district and the Mianwali district of the Punjab, on the west by the Wazir and Bhattani hills, and on the south and south-west by the Dera Ismail Khan district. Its extreme length from north to south is 52 miles and its extreme breadth from east to west 34 miles. The district is divided into two tahsils, Bannu, the northern, occupied by the Bannuchis and Wazirs, and Marwat, the southern, the home of the Marwat tribe. The Bannu plain falls into four natural divisions, central Bannu, the Thal, southern Marwat and the western plain. Two rivers, the Kurram and the Tochi, known in Marwat as the Gambila, flow through the district. The volume of water in the Tochi is steadily becoming less and less. There are a number of hill torrents. The principal ones running into the Kurram are Barganathu or Adhami, the Kashu, the Gangu Nariwah, and the Shinawah. Those which cut their way into the Gambila are the Baran or Lohra, the Khaisora, the Shaktu, the Sawan, the Varmola, the Nugram, the Kharoba, the Lohra and the Chunnai. These torrents have produced a network of ravines, which is spreading year by year. No benefit is derived from their waters. On the contrary, they bring actual loss.

Agriculturally, the district falls into two subdivisions, one of which is irrigated and the other unirrigated. The irrigated tract occupies one-sixth of the total area, and one-fourth of the area cultivated, maintains two-thirds of the population and is responsible for more than three-fifths of the total land revenue assessment. The main sources of perennial irrigation are (1) the Kurram river, and (2) the Lohra canals. The Kurram canals are of great antiquity. Their design is faulty; natural drainage is often blocked and considerable areas become waterlogged. The general management of canals is in the hands of the Deputy Commissioner. The distribution of water is regulated on the basis of custom. In the west of the district, dams are often placed across hill torrents and divert their floods to embanked fields. Three floodings ensure a magnificent crop. But floods are uncertain and sometimes in their fury they sweep away dams, embankments and the land as well.

The unirrigated portion consists of the Thal and southern Marwat. Ploughing and sowing form one operation and cultivation is confined to



the *abi* crops only. Wheat and gram are practically the only crops grown. Outturns are light. Wells are few.

The area of the district is 1,675 square miles. At the settlement of 1903-07, forty-eight per cent of the total area was under the plough and nearly one-fourth of this was irrigated. The rest depended upon a scanty rainfall. In 1881, the population was 182,000; in 1891, 201,000; in 1901, 226,000; in 1911, 250,000; and in 1921, 246,000.

The district is inhabited by Wazirs, Bannuchis and Marwats. The Bannuchis and Wazirs hold thirty per cent and fifty per cent respectively of the cultivated area in the Bannu tahsil. The Marwats hold four-fifths of the cultivated area in the Marwat tahsil. Saiyids are scattered all over the district and hold about five per cent. The lands of the Bannuchis are the richest. Bannu is, like all Pathan districts, a district of small peasant proprietors.

The first to enter the district were the Bannuchis. They occupied the best lands and by their patient and plodding industry have worked out and maintained the elaborate system of irrigation which is the chief basis of the prosperity of the district. They are a home-loving people and stagnate on their petty holdings, the average size of which is some two acres. They are good at agriculture, poor in physique and listless and extravagant in character.

The Marwats, who form a branch of the Lodi tribe, ousted their kinsmen the Niazi Pathans and occupied their lands. They are a simple, frugal and hardy race, inferior to the Khatlaks in enterprise, to the Wazirs in intelligence and to the Bannuchis in industry. Unlike the Bannuchis, they have kept their blood and their customs pure. Traces of *khula vesh* still exist among them. They enlist freely in the Army as well as in the Border militias.

The Wazirs came in the second quarter of the nineteenth century. These hungry, hardy and greedy mountaineers were pressed out of their highlands by their hereditary foes, the Mahsuds, and in turn displaced the soft Bannuchis.

The British occupation has stereotyped conditions. The Wazirs of the hills cannot now descend and oust the people from their lands. Impelled by hunger, they beat ceaselessly against the rampart of law and order, a fact which is at the root of many of the troubles on the frontier.

(c) *Dera Ismail Khan*.—Dera Ismail Khan is the most southerly of the five districts. Its area is 3,458 square miles. Its greatest length is 90 and its average breadth is 40 miles. The district is divided into three tahsils: (1) the headquarters tahsil lying north and south, along the Indus, (2) Kulachi, parallel to the headquarters tahsil and including the sub-montane tract in the south-west and (3) Tank, which occupies the north-west corner.

The district falls into two main natural divisions: (1) the Kachhi or Indus valley proper, lying below the present high bank of the river, and (2) the Daman (literally, the skirt of the hills), which occupied the whole tract.

between the Indus valley and the hills. The soil of the Daman is made up of the alluvial deposits brought down by hill torrents; the Kachhi is composed of silt and sand. The tract lying at the foot of the Sheik. Badin Hills differs from the rest of the Daman in having a sandy soil.

Throughout the Kachhi, the water is close to the surface. In the Daman, with the exception of a few small streams, which disappear soon after they leave the hills, there is no permanent supply of water. Cultivation, the existence of men and cattle, depend upon the storage of flood water.

Irrigation in the riverain tract is carried on largely by means of wells and during the summer by means of inundation canals known as the Tuckerwah, Puran and Kasschuhra. The soil of the riverain tract is divided into four classes: (1) *relli*, soil with a large admixture of sand, (2) *drammar*, soil with a thin surface layer of sand, (3) *mattiwali*, soil enriched by silt and (4) *gas*, light loam.

Constant uncertainty as to the river's action leads to haphazard methods of cultivation. After harvesting their wheat, the people move off to villages situated on higher land, to escape the floods.

The Daman tract is roughly 90 miles long and 30 miles wide. The soil is poor. Good crops of gram are obtained in the *rabi*, if the rain has been favourable. The northern part of the Daman is a *barani* tract; along the western border of the Daman, there are small patches of cultivation, dependent upon perennial hill streams, known as *zams*. The more important of these are: (1) the Gomal and Tunk, (2) the Zarkanni, (3) the Draban, and (4) the Chaudhwan *zams*. The bulk of cultivation in the Daman is dependent upon flood water from hill torrents, the principal ones being the Suheli, Takwara, Luni, Sawan, Toa, Waloyri, Gajistan and Ramak.

Conditions of life in the Daman are extremely hard. The hill torrents very often either bring down no water or at times too much, causing floods. There is a chronic scarcity of water. Men and cattle from some villages move down to the Indus in the hot weather. Those who do not, have to content themselves with one drink a day and the cattle with one every other day. The Daman would be a desert, were it not for the laborious building of dams and the embanking of fields. The staples of the Daman are *bajra* and wheat. The rainfall of the district is low, the annual average for the two tahsils of Dera Ismail Khan and Kulachi bring less than nine inches. For the Daman, the rainfall on the hills is of greater importance, as the hill torrents supply the deficiency.

At the settlement of 1906, the total area of the district was classified as follows:—

- (1) Unculturable, twenty-six per cent.
- (2) Government waste, two per cent.
- (3) Old waste which has not borne a crop for four years, forty-three per cent.

(4) New waste which has not borne a crop, five per cent.

(5) Cultivated, twenty-four per cent.

Dera Ismail Khan is the poorest and the most insecure district on the Frontier. Remissions of revenue are frequently necessary. The system of fluctuating assessment by crop rates prevails.

The Pathans are in a minority. Important tribes are the Jats and Baloches. The population of the district was 203,000 in 1881. At the census of 1921, it was 260,000.

### 3. DEPARTMENTAL ACTIVITIES.

The administration of the province is conducted by a Chief Commissioner and Agent to the Governor General in Council, with the help of a Revenue Commissioner, two Judicial Commissioners, five Deputy Commissioners and five Political Agents for the trans-border area. There is also the usual Secretariat at the headquarters. The province does not possess a Legislative Council. Local self-government, in the strict meaning of the term, does not exist. The members of district boards and municipalities are all nominated. The chairmen of district boards are officials. The province raised Rs. 77.22 and 78.5 lakhs in revenue and spent Rs. 270.89 and 285.25 lakhs in 1924-25 and 1925-26, respectively. Three heads of expenditure, Political, Police and Civil Works, which possess an all-India aspect absorbed Rs. 96.1 lakhs, 51.5 lakhs, and 52.9 lakhs, respectively. The land revenue administration is on the same lines as in the Punjab. Tenures are simple.

Owing to the small size of the province, and in order to avoid stagnation, this province and the Punjab have a common superior cadre in some departments. *e.g.*, the Police and Income Tax.

Some efforts to start co-operative societies in the province were made in 1904 but these were a complete failure and it is only since 1924-25 that the movement has been heard of again and a few societies, less in number than the fingers of one's hands, have been started in the districts of Hazara and Peshawar. The budget allotment for sanitary measures for the whole province was Rs. 82,000 in 1925-26. Rural areas are given some help out of this grant if they make a demand. Hospitals exist at the headquarter station of each district. Smaller towns have dispensaries. The agriculturist has to go to these towns to get medical help. Plague, cholera and fevers are responsible for much loss of life and ill-health. Typhus and relapsing fever are being steadily introduced into the province by caravans from the west. The staff of the Veterinary Department consists of two inspectors and twenty-one veterinary assistants, with a superintendent who is also in charge of the Northern Punjab Circle. Diseases of livestock are also to some extent brought in by the herds of nomad graziers and traders from Afghanistan. The demand for education is keen and is spreading even across the border.

The first edifice which attracts the eye of the weary traveller, as he emerges from the oppressive rocky desolation of the Khyber is one dedicated to learning. The Islamia College is a symbol at the gateway of British India, proclaiming her message, far and wide, to men across the border. In 1901, the year in which the province was formed, there were 28 secondary and 154 primary schools for boys and 8 primary schools for girls. The number of scholars in all kinds of institutions was 12,938; of these 5,082 were in secondary and 7,365 in primary schools for boys. The eight girls' schools had 491 pupils. The total expenditure on all kinds of educational institutions was Rs. 1,52,972.

The development that has occurred since then, during the first quarter of the century, may be judged from the following figures. In 1926-27 there were 3 arts colleges which are private institutions but receive State aid; 25 high schools, 70 vernacular middle schools, 547 primary schools for boys, 70 primary schools for girls and 286 private schools. The total number of institutions of all kinds was 1,033, the number of scholars 69,718 and the total expenditure under education amounted to Rs. 20.76 lakhs. Much still remains to be done and the cry is for more. The percentage of male scholars to the male population of school-going age in the year 1926-27 was 33.7 and of girls only 4.8. There is the usual wastage in the primary stage. For example, out of 51,967 scholars in the primary schools, the number in class I was disproportionately large. No less than 30,561 were in that class, 9,001 in class II; 6,690 in class III and 5,715 in class IV.

The province has two agricultural farms-- one at Tarnab near Peshawar, comprising 180 acres and the other at Haripur in the Hazara district, extending over some 20 acres. The sanctioned staff of the department consists of the Agricultural Officer and six agricultural assistants. For research, the province is dependent on the visits of experts from Pusa. Two improved varieties of wheat, Pusa No. 4 and Federation, have been introduced. It is the aim of the department to help in the development of the trade in fruit by improving first the varieties at the farm at Tarnab and afterwards introducing them among the fruit growers of the province. Widespread cultivation of *berseem* or Egyptian clover promises to be a success.

There are in the province, chiefly in Hazara, 381 square miles of reserved and protected forests, exclusive of large areas of village forest and grazing ground. The Deputy Conservator of Forests exercises a control which may be close or merely nominal. Reckless grazing is producing much harm in the principal forest area, that is, the district of Hazara. When no grass is available on the ground, the goat-herd does not hesitate to use his staff which has a curved blade at one end to lop off the branches of valuable trees.

Recently, measures have been initiated to check the future denudation of the existing forests in the catchment areas of the Indus and its western tributaries, and to build up fuel reserves in and around the Peshawar valley to meet the ever growing pressure of a dense population or inadequate fuel resources. The preservation of forest cover in the upper basin of the Indus and its tributaries is not only of vital economic concern

to the people, but has intimate reactions on the Peshawar canals, and on the vast Indus irrigation projects of the Punjab and Bombay.

The Irrigation Department is controlled by a Superintending Engineer, lent by the Punjab Government, under whom there are three executive engineers and seven subdivisional officers besides the subordinate staff consisting of overseers and sub-overseers. The department manages the Lower Swat, the Upper Swat and the Kabul River canals. Other canals, constructed by the people themselves or by Government, are managed by the Deputy Commissioners. If the services of an irrigation engineering staff were available for those district canals, managed by Deputy Commissioners, they would be improved out of all recognition. The possibilities of Kohat and Hazara in irrigation have not been investigated. Dera Ismail Khan requires check dams and delay reservoirs for stopping the destructive action of hill torrents. The needs of Peshawar are, realigning, proper outletting of canals, prevention of waste of water and proper attention to drainage. Improvement and extension of irrigation in Bannu, including a thorough investigation of the upper reaches of the Kurram and the Tochi, with a view to reducing the violence of floods and ensuring a steady flow in the cold weather by the construction of dams and reservoirs are considered necessary by the Superintending Engineer.

#### 4. THE TRIBAL TERRITORY AND ITS PROBLEM.

The regions between the settled districts and the Afghan frontier are generally known as the Tribal Territory. In the extreme north lies Chitral. South of Chitral are Dir and Bajaur and the fertile valleys of the Panjkora and Swat rivers. Then towards the south-west come the Mohmand Hills, a rough and rocky tract with little cultivation. Further south lies the Khyber Pass, the historic route to India. South of the Khyber Pass is Tirah, the maze of mountains and valleys held by the Afridi and Orakzai tribes. Next comes the Kurram valley, stretching in a south-eastern direction up to the Miranzai valley in the Kohat district. South of the Kurram lies Waziristan, a rugged and inhospitable medley of ridges and ravines, straggling and confused in hopeless disarray, especially towards the west. Waziristan is divided into two parts—North Waziristan and South Waziristan. There are two fertile tracts in North Waziristan, viz., the valleys of Daur and Kaithu, and two in South Waziristan, the Wana plain and the valley below Kaniguram.

The tribal territory is inhabited by a number of tribes, the principal ones being the Wazir, the Mahsud, the Zaimusht, the Orakzai, the Afridi, the Mohmand, the Ranizai of Swat and the Yousufzai of Buner. They are divided into many sections and sub-sections. Faction creates another line of division among the tribes, some being in the *Tor Gundi* (the Black Party) and some in the *Spin Gundi* (the White Party), for purposes of protection and aggression.

Islam is the religion of the tribes. Passions are hot and feuds are endemic. There is a saying current among two tribes in the Kurram to

the effect that "if you boil their flesh and bones and our flesh and bones together, the water will not mix." Their rocks are hard, the people not less so. The ultimate sanction for such law and order as exists is the rifle in the hands of the individual tribesman. The rifle is now the modern weapon of precision and not the old *jazail*, the match-lock gun. The tribal organisation, in most cases, is on extreme democratic lines.

Their past history reveals some interesting facts. They have never owed allegiance to any master, established either east or west of the Indus. Their independence they have valued more than their lives. At no time have they shown any desire to relinquish it. Their desire to maintain it is equally great at the present day.

Holding the territory which lies athwart some of the great trade routes between Central Asia and India, they have exacted contributions from commerce. At the present day, they receive tribal allowances which have their origin in historical antecedents. Some portion of these allowances is for the rendering of service, *e.g.*, escort of caravans; some for the privileges surrendered, *e.g.*, the right to levy tolls; and some for concessions granted, *e.g.*, construction of roads.

The estimated population amounts to nearly 2·8 millions. The population of the five settled districts is 2·25 millions. In point of economic resources, the districts with a smaller population are in a far stronger position than the tribal tracts. There is little fertile land in the latter. Much of the area is taken up by mountains, which produce little. The meagre agriculture and pastoral pursuits do not provide enough. Of trade there is little; of exploitation of natural resources, there is none; the population is greater than the land can bear.

The tribesmen are thus forced to cast longing eyes at the plenty that prevails in the plains. Their intercourse may be peaceful or otherwise. Large numbers come down in winter in search of work. In summer they retire to their hills. Sometimes they supplement their scanty resources by raids. On occasions, which are now happily becoming few and far between, the frontier may be ablaze. Such conflagrations may be general or partial.

Experience has brought home the fact that the basic problem of the tribal tracts is the primeval one, hunger. The mountains breed many but they feed few. For the solution of the mountaineer's problem the remedies required are primarily economic. Like mountaineers all the world over, the tribes are forced to supplement their scanty resources either by peaceful means or by armed robbery. A parallel in English history may be found in the position of the Highlanders of Scotland until, after the rebellion of 1745, the English Government of the day sought a remedy for its troubles by opening for the warlike Highlanders a military career in the Highland regiments and by constructing Wade's road for effective military operations. It may be mentioned in passing that the most effective weapon at present employed for bending the political will of the tribes is the blockade. It manifests itself in three

forms viz, (i) seizure of tribesmen in British territory, (ii) stoppage of allowances, and (iii) stoppage of intercourse. This pressure is exercised not in tribal but from British territory.

For a permanent solution, however, the remedies, as stated above, must be of an economic character. These are the opening up of the country by means of communications and the systematic development of its economic resources.

The political control over the tribes is exercised through five political agencies maintained in the tribal tracts. From north to south the agencies are :

- (i) The Malakand Agency which embraces Chitral, Dir and Swat ;
- (ii) The Khyber Agency, for the areas adjoining the Khyber Pass ;
- (iii) The Kurram Agency, where conditions are more settled ;
- (iv) and (v) Waziristan, which is split up into two charges, North Waziristan and South Waziristan, the basis of the Agencies being the Tochi valley and the Wana plain respectively. For co-ordination there is a Resident in Waziristan.

The deputy commissioners of the five settled districts are also in charge of political relations with such tribes or sections of tribes, as occupy territory adjacent to their charges. The political agents and the deputy commissioners are under one common authority, the Chief Commissioner, who, in his capacity as agent to the Governor General in Council, harmonises the control of the tracts with the administration of the districts.

